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ABSTRACT

This report focuses on initiatives which might be taken by the Rochester Board of Education to reduce racial isolation within the city. Information is provided about the extent of racial isolation in Rochester, the effects of isolation on student achievement, the forces behind minority group isolation, and current policies and programs undertaken to reduce minority isolation. A basic approach for improving educational opportunities for all city students and for equalizing opportunities among racial groups is then described in terms of a desegregation plan based upon "consolidated attendance areas." Taken into account are grade organization, building utilization, financial considerations, and redistricting. Suggestions are made for developing a workable desegregation plan that utilizes community involvement. Finally, specific actions that might be taken by the Board to achieve racially balanced schools and to improve the quality of education in Rochester are outlined. (EB)

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Urban League of Rochester, N.Y., Inc.

Racial Isolation In The Rochester Public Schools: The Problem And What To Do About It.

SPECIAL REPORT

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UDO 19736

RACIAL ISOLATION IN THE ROCHESTER PUBLIC SCHOOLS: THE PROBLEM AND WHAT TO DO ABOUT IT

A Report Prepared By the Urban League of Rochester, N.Y., Inc.
April 1977

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PART I

INTRODUCTION

Background

The Urban League of Rochester was established to develop strategies and programs to improve social and economic opportunties for minorities and low income residents of the Rochester area. In carrying out this charge, the League's membership, Board of Directors, and staff have over the years become deeply involve in a wide range of issues and problems associated with racial inequality, discrimination, and the accessibility of public and private services to low income families. The League's concern for the quality of education received by minorities and low income children has been a continuing priority. Our interest in the problem of racial and socio-economic isolation in the schools is rooted in this concern for the quality of education.

In the Rochester City School District racial isolation became an issue early in the 1960's as the enrollments in more and more inner-city schools became predominantly black. By the end of the decade plans were being developed for a large scale desegregation effort which was to involve all public schools in the City. The controversial "Grade Reorganization and Desegregation Plan" was implemented in the Fall of 1971, following a successful pilot phase in several elementary schools during the preceding year. Shortly after the reorganization, opponents of the plan gained control of the Board of Education and promptly rescinded it. Their action precipitated a federal lawsuit charging the Board with deliberate, and therefore illegal, segregation. But the case encountered a series of delays (which were unrelated to the substance of the case) and was never resolved in court; it was finally dismissed "without prejudice" early in 1976.

The 1971 experience obviously left the proponents of integrated schools, including the Urban League, disappointed and frustrated. The trends toward more racially isolated schools and continuing underachievement in inner-city schools persisted. In 1975 the League began re-examining the issue. Urban League staff, volunteers, and committees engaged in extensive review and discussion of local and national data on the effects of isolation and on alternative solutions to the problem. In July, 1976, as a result of this acitivity, the Board of Directors of the Urban League unanimously adopted a resolution reaffirming its commitment to the elimination of racial isolation in the school systems of Rochester and Monroe County.

At that time, the staff was asked to develop and recommend guidelines and methods by which racial isolation could be reduced within the City by action of the Board of Education. In addition, recognizing the metropolitan dimensions of the problem, the Urban League has begun to explore means to overcome disparities in educational opportunities between the City and its suburbs. The focus of this report, however, is on the first of these concerns, i.e., the need for initiatives by the Rochester Board of Education.

Racial Isolation and the Quality of Education

Few social policy issues have been the subject of as much scholarly research and public debate as the issue of school desegregation. During the years since the U.S. Supreme Court's 1954 decision in Brown v. Board of Education, massive national and local resources have been devoted to examinations and re-examinations of the accuracy, wisdom, and implications of the Court's pronouncement:

> "We conclude that in the field of public education the doctrine of 'separate but equal' has no place. Separate educational facilities are inherently unequal."[1]

The Court held that school segregation was universally detrimental to black children, saying:

> "To separate them from others solely because of their race generates a feeling of inferiority as to their status in the community that may affect their hearts and minds in a way unlikely ever to be undone."[2]

This decision and subsequent court rulings against segregated schools have been grounded in legal and constitutional principles.[3] But social science research findings have played an increasingly important role in both these legal proceedings and the policy decisions of school districts across the nation.

The most publicized study has been the "Coleman Report," published in 1966 by the U.S. Office of Education.[4] Coleman's findings documented that both socio-economic and racial integration improve the academic achievement of minority and low-income pupils. The study pointed to the socio-economic make-up of schools as a

---

[1] 347 U.S. 483 (1954), quoted in Twenty Years After Brown: Equality of Educational Opportunity, A Report of the U.S. Commission on Civil Rights, March, 1975, p.3

[2] Ibid.

[3] William L. Taylor, et.al., "School Desegregation and the Courts," Social Policy, January/February, 1976, pp. 33-35.

[4] James S. Coleman, et.al., Equality of Educational Opportunity (Washington, D.C.: U.S. Department of Health, Education, and Welfare, Office of Education, 1966).

key factor in achievement, and also found that the racial make-up of schools has an additional, although marginal, effect. However, given the high correlation between race and socio-economic status, the practical implication is that "racial" isolation has impeded student achievement.

These findings gained further support in 1967 in another major study conducted by the U.S. Civil Rights Commission. Some of the Commission's principal conclusions were as follows:

> "The central truth which emerges from this report and from all of the Commission's investigations is simply this: Negro children suffer serious harm when their education takes place in public schools which are racially segregated, whatever the source of such segregation may be...
>
> "There is a strong relationship between the achievement and attitudes of a school child and the economic circumstances and educational background of his family...
>
> "The social class of a student's schoolmates -- as measured by the economic circumstances and educational background of their families -- also strongly influences his achievement and attitudes. Regardless of his own family background, an individual student achieves better in schools where most of his fellow students are from advantaged backgrounds than in schools where most of his fellow students are from disadvantaged backgrounds."[5]

In 1970, the New York State Education Department released a comprehensive review of existing research on the effects of racial and socio-economic isolation. The Department's report described the same pattern that had been brought out in the national studies:

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[5]U.S. Commission on Civil Rights, Racial Isolation in the Public Schools (Washington, D.C.: U.S. Government Printing Office, 1967), pp. 193 and 203.

> "The social class composition of the school has been established as an educationally relevant dimension, with substantial potential influences on achievement which are independent of the influences of teachers, curricula, and facilities. Whether through accident or intent, schools with predominantly lower-status students thus constitute an undersirable educational milieu which becomes increasingly relevant for the educational development of disadvantaged students with increasing years in school. Negro and Puerto Rican students are more responsive to differences in the social status of the school and are disproportionately more affected by such differences...[6]

A variety of interpretations have been advanced by social scientists to explain why minorities perform better in desegregated schools. The more common explanations may be summarized as (1) there is a tendency for low achieving students to emulate high achievers and use them as role models; (2) group norms in predominantly white or middle class schools tend to be more supportive of high achievement than those in minority isolated schools; (3) economically disadvantaged minorities tend to receive less reinforcement from home than do advantaged students, since wealth, prior education, and occupation are associated with a stronger commitment to higher academic performance; (4) segregation tends to lead to low self-confidence and low aspirations; (5) teachers in desegregated schools expect more academically; and (6) predominantly white schools have had better facilities, more resources, and better teachers.[7]

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[6] Racial and Social Class Isolation in the Schools: Summary Report, A Report to the Board of Regents of the University of the State of New York, The State Education Department, Division of Research, Albany, New York, February, 1970, p.25.

[7] Willis D. Hawley and Ray C. Rist, "On the Future Implementation of School Desegregation: Some Considerations," Law and Contemporary Problems, Vol. XXXIX, No. 2 (Spring, 1975), pp. 417-419.

During the past five or six years researchers have been embroiled in controversy over the extent to which these patterns are supported by data from schools which have recently been desegregated.[8] Some observers consider the evidence inconclusive. One writer conducted a review of more than 120 studies of school desegregation and concluded that collectively they represented "an investment that in retrospect seems largely wasted."[9] Many of the studies have suffered from methodological shortcomings, and, more importantly, most have been based on data from schools that had been desegregated for only a short period of time, often comparing test scores for only the beginning and end of the first year of desegregation.[10] It has been observed, furthermore, that much of the published research was conducted in schools which had not achieved full integration within the classrooms, although the school as a whole may have been "desegregated."[11] Thus, the data showing positive effects of integration on student achievement are not refuted by data which show only marginal or neutral effects in schools which are not genuinely integrated. Nor should we expect overnight results. The greatest ambiguity, then, surrounds not the question of whether integration can improve student performance, but rather the questions of how much it improves performance, how quickly, and under what circumstances.

It is apparent from the literature on school desegregation that neither social scientists and educators nor the courts are moving away from the position that integrated classrooms are essential to quality education for minority children. No

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[8] Ibid. Also see Meyer Weinberg, "The Relationship Between School Desegregation and Achievement: A Review of the Research," Law and Contemporary Problems, op.cit., pp. 241-270.

[9] Nancy H. St. John, School Desegregation Outcomes for Children (New York: John Wiley and Sons, 1975), p. 122.

[10] Gary Orfield, How to Make Desegregation Work: The Adaptation of Schools to Their Newly-Integrated Student Bodies (Washington, D.C.: The Brookings Institution, 1976), p. 316.

[11] Weinberg, op.cit., p. 268 and St. John, op.cit., p. 37.

one has seriously argued that racial and socio-economic mixing is the only essential ingredient of successful education. The point is simply that, given all of the resources we are currently devoting to public education, the outcomes for children are better where racial isolation has been eliminated.

PART II

AN OVERVIEW OF RECENT TRENDS IN ROCHESTER

The Extent of Racial Isolation in Rochester

Rochester's ill-fated "Grade Reorganization and Desegregation" plan of 1971 grew out of concern over the steadily increasing "de facto" segregation and isolation of minority children in inner-city schools during the 1960's. The report which first detailed the reorganization plan observed that the number of elementary schools with non-white enrollments over 50 percent had increased from 8 to 11 between 1963 to 1968.[1] In 1970, 56 percent of the District's 17,085 minority students, at all grade levels combined, attended schools where minorities comprised a majority of the total enrollment.[2] (Under federal guidelines, schools with minority enrollments over 50 percent are termed "minority isolated schools".) The reorganization, implemented the following year, succeeded in reducing this figure to 43 percent, even though the number of minorities enrolled in the district increased to 18,116. The events surrounding the reorganization and its subsequent dismantling are still all too fresh in the memories of many Rochesterians. The problem of minority isolation, however, has not gone away. This paper summarizes some data showing what has been happening since that time.

Between 1970 and 1975, the trends in Fall enrollments of minorities, and the percentage of them attending minority isolated schools, were as follows:

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[1]Herman R. Goldberg, Grade Reorganization and Desegregation of the Rochester Public Schools, A Report to the Board of Education, Rochester, New York, December, 1969, p.18.

[2]Source: City School District, Annual Statistical Report, 1970-1971. "Minorities," in School District statistics, include Spanish-speaking, American Indians, and Oriental students, as well as blacks.

1970	17,085	56%
1971	18,116	43%
1972	19,070	65%
1973	19,639	67%
1974	20,357	79%
1975	21,400	77%

Thus, in 1975 there were over 21,000 minority students enrolled in the City School District, and 77 percent of them attended substantially segregated schools. In 1970, 15 of the District's instructional facilities were minority isolated schools; by 1975 there were 28. Increasing numbers of minority isolated schools are found at both elementary and secondary grade levels:[4]

	1970	1975
Number of Schools in District	56	60
Minority Isolated Schools	15	28
Elementary Schools in District[5]	45	46
Isolated Elementary Schools	12	22
Secondary Schools in District[6]	11	14
Isolated Secondary Schools	3	6

Table 1 shows the number of minorities and non-minorities enrolled in each of these groups of schools. Because elementary schools are more closely associated with small neighborhood areas, there is somewhat greater isolation in elementary schools than at the secondary level. The table shows, however, that in 1975, 79% of all minorities in the elementary grades and 74% of those at the

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[3]Data derived form Rochester City School District Basic E.S.A.A. Proposal for 1976-1977, February, 1976, pp. 169-172.

[4]Sources: Annual Statistical Report, 1970-1971, and E.S.A.A. Proposal for 1976-1977.

[5]Includes World of Inquiry and Project Follow Through.

[6]Includes Operation Young Adult, School Without Walls, and Street Academy.

TABLE 1

Enrollment in Minority Isolated Schools

Rochester City School District

1970 and 1975

	1970			1975		
	Total	Minority	Non-Minority	Total	Minority	Non-Minority
Total District Enrollment*	45,500	17,085	28,415	42,452	21,400	21,052
# in Minority Isolated Schools	11,657	9,557	2,100	21,880	16,488	5,392
% in Minority Isolated Schools	27%	56%	7%	52%	77%	26%
Total Elementary Enrollment	28,500	11,402	17,098	25,347	12,998	12,349
# in Minority Isolated Schools	8,369	7,251	1,118	13,407	10,268	3,139
% in Minority Isolated Schools	29%	64%	7%	53%	79%	25%
Total Secondary Enrollment*	17,000	5,683	11,317	17,105	8,402	8,703
# in Minority Isolated Schools	3,288	2,306	982	8,423	6,220	2,253
% in Minority Isolated Schools	19%	41%	9%	50%	74%	26%

* Includes Operation Young Adults, School Without Walls, and Street Academy.

Sources: Data derived from Rochester City School District Annual Statistical Report, 1970-1971, and E.S.A.A. Proposal for 1976-1977.

secondary levels were enrolled in schools where over 50 percent of the students were from ethnic minority groups. Most of the isolation in the secondary schools is a result of the feeder patterns in the Madison High School and Franklin High School areas.

It can also be seen from Table 1 that the number of non-minorities enrolled in minority isolated schools has increased too. Further analysis of enrollment trends, will show that this is due only to the increasing number of schools which have just recently become racially isolated, rather than a tendency for more whites to transfer into predominately black schools.

In 1976 the number of elementary schools with minorities in the majority increased from 22 to 25, and these 25 schools now encompass 83 percent of the minorities enrolled in the elementary grades. The intensity of racial isolation in certain schools is reflected by the fact that 36 percent of the elementary minority pupils attend schools where over 90% of the students are minorities. The ethnic make up of all 46 elementary schools is now as follows, based on the District's October, 1976, Ethnic Enrollment Census:

% Minority	Schools	Cumulative % of All Minorities
91 - 100	#2,4,6,9,14,19, 20,26,27	36%
81 - 90	#3	38
71 - 80	#12,16,29,36	55
61 - 70	#8,13,22	65
51 - 60	#5,11,15,17,25,31 33,37	83
41 - 50	#28,49,50,58	89
31 - 40	#44	91
21 - 30	#39,40	94
11 - 20	#1,21,23,24,35,38, 41,42,43,46,52	99
1 - 10	#7,30,34	100

The concentrations of schools at the upper and lower ends of the scale provide a clear indication of the extent and intensity of racial isolation in Rochester.

Isolation and Student Achievement

The reason, of course, that minority group isolation is of concern is that student achievement tends to be lower in minority isolated schools than in fully integrated schools. The continuing controversy over the question of why this disparity in achievement levels persists will not be laid to rest by this report. However, the existence of such a disparity in the Rochester School District can be clearly documented in terms of the number of "educationally disadvantaged" students in our schools, as determined by New York State Pupil Evaluation Program (PEP) test scores. PEP reading and mathematics test are administered in the Fall of each year to all 3rd, 6th, and 9th graders.

In Table 2, the percents educationally disadvantaged at each grade level were computed separately for minority isolated schools and non-isolated schools. Without exception, in both 1970 and 1975, the PEP results indicate higher percentages of educationally disadvantaged students in the minority isolated schools.

There was some improvement in scores for third grade students between 1970 and 1975, and it appears that the gains have been slightly larger in predominantly minority schools than in other schools. Third-grade results for minority isolated schools showed decreases of 16 percentage points in the levels of disadvantagement in both reading and mathematics. Other schools had decreases of only 9 percentage points in reading and 8 points in mathematics during the five-year period.

TABLE 2

Pupil Evaluation Program Test Results
Percent Educationally Disadvantaged
Minority Isolated Schools, City School District
1970 and 1975

	1970		1975	
	Minority Isolated Schools	All Other Schools	Minority Isolated Schools	All Other Schools
Reading				
Grade 3	57	34	41	25
Grade 6	60	34	59	32
Grade 9*	NA	NA	61	34
Mathematics				
Grade 3	58	33	42	25
Grade 6	60	42	65	41
Grade 9*	NA	NA	78	45

*OYA, SWW, and OW excluded. No comparable scores are available for 1970 because the Grade 9 testing format was changed in 1972.

Source: Derived from PEP data published annually by City School District, Department of Planning, Research, and Evaluation, updated January 1976.

TABLE 3

Pupil Evaluation Program Test Results
Percent Educationally Disadvantaged
By High School Feeder Zone, City School District
1975

	Reading			Mathematics		
	Grade 3	Grade 6	Grade 9	Grade 3	Grade 6	Grade 9
Minority Isolated High School Feeder Zones:						
Franklin	41	57	66	40	62	80
Madison	35	53	62	37	61	84
Monroe	31	48	47	33	59	63
Other High School Feeder Zones:						
East	32	38	32	35	51	42
Charlotte	15	31	29	13	39	46
Jefferson	41	47	47	36	51	58
Marshall	23	29	26	20	32	27
Total City School District *	34	47	46	34	54	60

*Total District results include OYA, SWW, OW, and Edison Technical High School.

Source: City School District, Department of Planning, Research, and Evaluation; quoted in Planning for Comprehensive Youth Services, in Monroe County, Center for Governmental Research, Inc.,Rochester, N.Y., Feb. 1976.

is not clear from these data whether the differences are attributable to any of the special compensatory education programs that have been instituted in schools with large numbers of disadvantaged students.

The basic disparity in achievement levels is also apparent in Table 3 where PEP results for the city have been disaggregated by high school feeder pattern. Three high schools -- Franklin, Madison, and Monroe -- have minority enrollments over 50 percent. PEP scores in these three feeder zones again indicate higher levels of educational disadvantagement than in the other zones in most of the testing categories.

Finally, data are available from the 1974 tests showing the difference between city and suburban student achievement. In summary form, the percents disadvantaged in the City and Monroe County as a whole (including the City) are:[7]

	City	County
Reading		
Grade 3	35	19
Grade 6	49	24
Grade 9	47	27
Mathematics		
Grade 3	35	16
Grade 6	57	29
Grade 9	58	30

[7]Source: New York State Education Department, Division of Educational Testing; quoted in Planning for Comprehensive Youth Services in Monroe County, Center for Governmental Research, Inc., Rochester, New York, Feb. 1976.

The Forces Behind Minority Group Isolation

The growth of minority enrollments in Rochester's inner-city schools has been associated with the large in-migration of blacks from the South during the 1960's, the continuing concentration of low-income housing in the City, "white flight" to the suburbs, and, more recently, a large in-migration of low-income Spanish-speaking families. A set of estimates showing what happened to the City's population between 1970 and 1975 was prepared by consultants to the City Planning Bureau:[8]

	1970		1975		
	Number	Percent	Number	Percent	Percent Change
Total City Population	296,233	100.0	265,000	100.0	-10.5
White and Other	231,286	78.1	185,130	69.8	-20.0
Black	49,647	16.7	56,870	21.5	+14.5
Spanish-speaking	15,300	5.2	23,000	8.7	+50.3

Whether these estimates are perfectly accurate or not, they are indicative of the general direction of population shifts which in turn have been reflected in City School enrollments. Here is what happened to those enrollments during this same period:[9]

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[8]Morton Hoffman and Company, An Analysis of Housing Assistance Needs, February, 1976.

[9]Source: Rochester City School District, Annual Statistical Report, 1970-1971, and ethnic enrollment data as of October 3, 1975.

	1970	1975[10]	Net Change
Black	15,082	18,081	+2,999
Spanish-speaking	1,850	3,348	+1,498
Oriental and American Indian	153	264	+ 111
TOTAL MINORITY	17,085	21,693	+4,608
Non-Minority	28,415	21,208	-7,207
TOTAL ENROLLMENT	45,500	42,901	-2,599

A net loss of over 7,000 white students during this period cannot be accounted for solely by declining births or by transfers to private and parochial schools. There are only around 800 or 900 City residents attending private (non-parochial) schools, and the number of City residents enrolled in parochial schools has been declining almost as fast as the number of whites in Rochester's public schools.[11] The obvious conclusion is that there has been a substantial loss of white families to the suburbs -- or to other communities.

The rapid decline of white enrollments continued in 1976, with a loss of some 1,873 non-minority students. As a result, the proportion of total enrollment comprised by minorities rose to 53%, up from 51.5% in 1975. However, the numerical growth of both black and Spanish-speaking enrollments came to a virtual stand-still, and minority enrollments in the city elementary schools declined by 283 -- from 13,005 in October, 1975, to 12,722 in October 1976.

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[10] Figures slightly larger than those used earlier in this report due to inclusion here of students enrolled in special programs outside of regular schools.

[11] Based on trend data in City School District's Annual Statistical Report, 1972-1973.

The District totals are now as follows:[12]

	# Enrolled, October, 1976	Net Change, 10/75-10/76
Black	18,084	+ 3
Spanish-speaking	3,277	- 71
Oriental and American Indian	309	+ 45
TOTAL MINORITY	21,670	- 23
Non-minority	19,335	-1,873
Race not reported	123	--
TOTAL ENROLLMENT	41,128	-1,896

The inference that 1976 was a turning point in the City's minority population trends is supported by U.S. Census Bureau findings for the Northeast, which indicate that increasing numbers of blacks are moving to the suburbs, and that the net in-migration of blacks from the South has come to a halt.[13] Thus, it appears that the demographic forces behind racial isolation in Rochester are changing.

But demographic factors alone do not explain why some schools are predominantly black and others are predominantly white. Population shifts do not determine who goes to which school; the Board of Education does, through its districting decisions. And where school attendance zones coincide with segregated neighborhoods, the Board's decision has been to maintain the status quo, in accordance with its "neighborhood schools" policy.

Finally, it is clear from these trends that minority group isolation is more than a City problem. The 53 percent minority enrollment in the city re-

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[12] Annual Ethnic Enrollment Census, October 9, 1976.

[13] U.S. Census Bureau, Current Population Reports, "The Social and Economic Status of the Black Population in the United States, 1974," July, 1975.

flects metropolitan segregation. The minority enrollments in many of our suburban districts remain at less than 2 percent. The Rochester Board of Education must assume responsibility for racial imbalance within the City Schools. But our suburban school districts will have to share the burden of metropolitan racial isolation.

Current Policies and Programs to Reduce Minority Isolation

There are currently three programs in operation which are designed specifically to reduce minority group isolation in the Rochester schools. The first is the City School District's "Open Enrollment" plan, which permits voluntary transfers of students among schools within the District, as long as space is available. Priority is given to minorities transferring to predominantly white schools, and whites transferring to predominantly minority schools. In October of the current school year, 1,412 elementary students and 536 secondary students were participating in this plan.[14]

Second, the District has obtained federal assistance this year under E.S.A.A. (Emergency School Aid Act) for an effort to stop "white flight". The bulk of these funds are being used to support "attractive programs" at selected minority isolated schools. The intent is to attract voluntary white transfer students to these schools by offering unique educational and cultural opportunities which they would not have in their home schools. Like Open Enrollment, however, this approach avoids the basic issue of neighborhood school zone boundaries.

The third program is the Urban-Suburban Interdistrict Transfer Project, administered by the West Irondequoit School District. This project has supported voluntary transfers of city minority students to several suburban districts, the Metropolitan World of Inquiry School, and the Brockport State College Campus School. The Project has been administered under stringent financial constraints, however, and currently is able to serve only about 800 students.

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[14]City School District, Office of Open Enrollment.

In addition to these limited measures to reduce racial isolation, the District administers an array of programs and services designed to provide special attention and instruction to the educationally disadvantaged. Many of these programs are supported by federal "Title I" funding authorized by E.S.E.A. (Elementary and Secondary Education Act). As "compensatory education" programs, their intent is to directly overcome educational disadvantagement, not to reduce minority group isolation.

Without going into further detail on the existing programs to reduce isolation or to overcome its effects, the earlier sections of this report provide an indication of the aggregate impact of all of these efforts on public education in the city. In short, they have not stemmed minority group isolation in the schools; they have had little effect on overall achievement levels in minority isolated schools; and they have not overcome the strong economic, cultural, and demographic forces associated with minority group isolation. In fact, the District recently disclosed that many of the voluntary transfers under the Open Enrollment Program were actually increasing racial imbalance. The Board of Education took action to correct this problem in January, 1977. But it has not taken decisive action to eliminate racial imbalance in the District as a whole, even though the damaging effects of segregated schools on minority pupil achievement have been widely known since the Supreme Court's 1954 decision in Brown vs. Board of Education.

We have emphasized that the problem of minority group isolation is metropolitan in scope, and it is clear that its complete elimination will require action beyond anything the Rochester Board of Education can do on its own. To date, the Urban-Suburban Interdistrict Transfer Program has been the only serious effort on the part of any suburban districts to deal with the issue, and it

continues to operate on only a very small scale. It is equally clear, however, that the City School District must address the continuing racial imbalance within its own boundaries if it expects greater cooperation from the suburbs.

PART III

GUIDELINES FOR ELIMINATING MINORITY GROUP ISOLATION IN THE ROCHESTER PUBLIC SCHOOLS

The Starting Point: Needs and Opportunities

The observation that minority group isolation in the Rochester City Schools is a metropolitan problem -- which will ultimately require metropolitan solutions -- leaves us with the difficult question of what, if anything, the City School District can do about it. The Urban League has attempted to provide a definitive answer to this question in the following sections of this report.

Our specific proposals stem from several basic conclusions of our research. First, we are convinced that a serious effort by the Rochester Board of Education to establish racial balance in all schools is essential. It is essential because of the damaging effects of racial isolation on academic achievement and on the life chances of minority students. It is essential because the Board of Education cannot expect full participation from suburban school districts in the development of metropolitan solutions if it has no intention of exhausting its own possible courses of action. And it is essential because the City School District is very vulnerable to lawsuits, state or federal administrative actions, and the possible loss of federal aid, inasmuch as its policies have contributed to the continually increasing racial isolation in both elementary and secondary schools.

Second, although most Rochestarians are very much concerned about the overall quality of education in the City Schools, many of them do not consider integration the highest priority. A voluntary plan of action which would only desegregate the schools would most likely die for lack of community support. Yet, we have repeatedly witnessed the implementation of such plans in other cities under the force of the federal courts. We have focused our efforts, therefore, on the development of a framework for improving educational opportunities for all city students, as well as for equalizing opportunities among racial, ethnic, and socio-economic groups.

Third, it is clear that in order to substantially reduce minority group isolation the Board of Education must exercise its authority to modify the regular school attendance zones. The Board has been experimenting with a long list of "drop-in-bucket" programs and strategies since 1963 -- Open Enrollment, Reverse Open Enrollment, World of Inquiry, ESAA-funded "attractive programs", etc. None of these have really addressed the most immediate "cause" of racial isolation in the schools, i.e., the coincidence of school attendance zone boundaries with the perimeters of segregated neighborhoods. Meanwhile, the zone boundaries have only provided the housing market with a convenient mechanism for perpetuating residential segregation.

Fourth, we are maintaining more school buildings in the City School District than we need or can afford. District figures dated November 1, 1976, showed that the total classroom capacity of the city's 44 regular neighborhood elementary schools was a little over 30,500 pupils (excluding transportable classrooms). There were 23,000 pupils actually enrolled in these schools. The difference -- a surplus capacity of 7,500 pupil spaces -- is the equivalent of nearly 11 average sized elementary buildings (the mean capacity of these buildings is 694). The actual number of schools which can be closed will depend of course on many factors, not the least of which is the impact on racial isolation. The point is that the Board of Education cannot avoid the issue of school closings, and when it is deciding which schools to close it cannot avoid the issue of racial isolation.

Fifth, careful analysis of the racial and ethnic make-up of the city's schools and their attendance zones reveals that it <u>is possible</u>, through consolidation of attendance areas, to design contiguous, racially balanced attendance zones for nearly all of the schools. This is not a common situation among large cities where the majority of students are racial and ethnic minorities. At the same time, if

minority enrollments in Rochester's elementary schools continue to decline, as they did in 1976, there is little chance that newly desegregated schools would eventually become all black. The implication is that we have an opportunity to establish a permanently integrated school system, while preserving the tradition of assigning students form specified residential areas to schools located within those areas.

The Basic Approach: Consolidated Attendance Areas

Our proposal delineates pairs or clusters of elementary schools with contiguous attendance areas in which the aggregated student enrollments are racially balanced. Balanced enrollments can then be established in the individual school facilities within each cluster by separating the primary and intermediate grades, by closing unneeded facilities, and by means of other redistricting measures. The results, in most instances, would be consolidated attendance areas, each of which would contain a primary school and an intermediate school.

At the secondary level, by (1) leaving the Charlotte attendance zone in tact, (2) dividing the remainder of the city into racially balanced quadrants, and (3) separating the junior high and senior high grades, we can create integrated, self-contained school subsystems. Each of the four quadrants would contain a senior high school, a junior high school, and several of the consolidated elementary school zones.

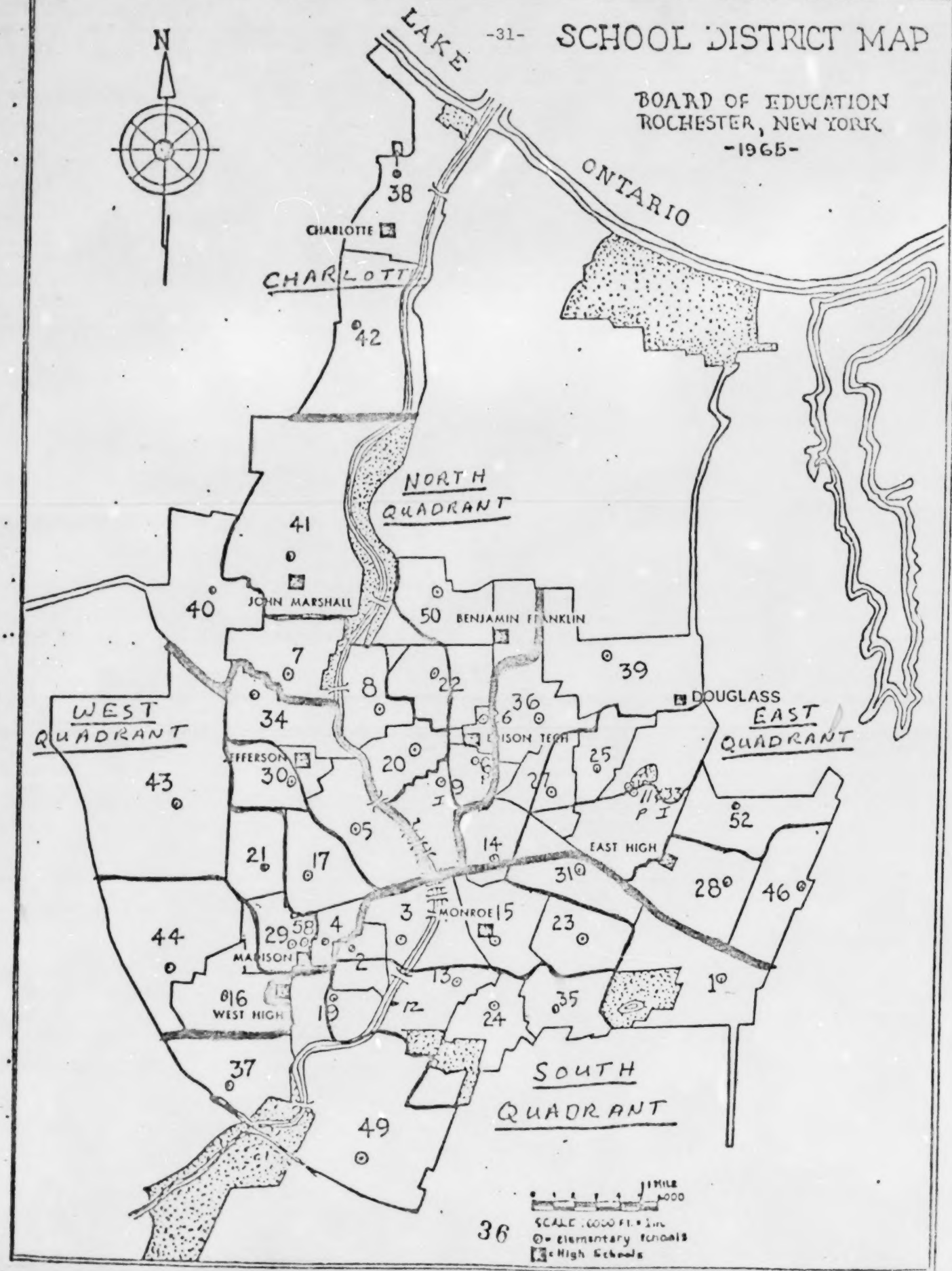
The map on the following page illustrates how this can be accomplished. The aggregate minority enrollments in each of the secondary school feeder areas would be approximately as follows:[1]

Charlotte	12%
North Quadrant (Franklin, Marshall)	57%
East Quadrant (East, Douglas)	55%
South Quadrant (Monroe, Wilson)	59%
West Quadrant (Madison, Jefferson)	48%

[1]Based on October, 1976, ethnic enrollment data for the elementary schools within each feeder area.

SCHOOL DISTRICT MAP

BOARD OF EDUCATION
ROCHESTER, NEW YORK
-1965-



With one junior high school and one senior high school in each quadrent, the racial make-up of the secondary schools would automatically be in line with these percentages. The consolidated elementary zones suggested on the map would result in primary-intermediate school combinations with resident minority enrollments roughly in the 40%-60% range in all areas except School #9 and Charlotte. We would consider results in this range acceptable, given the current city-wide minority enrollment of 53%. Further, the treatment of Charlotte as a separate zone is justifiable on the basis of its remote geographical location, is relatively small pupil population, and its recent progress in attracting voluntary minority transfers from other parts of the city. A concentrated voluntary transfer program could achieve racial balance in both Charlotte and School #9.

Additional supporting data on these illustrations appear in the Appendix to this report. It should be emphasized that these suggestions are tentative, particularly for the elementary schools. They are intended only to document what can be done. If the School District adopts the basic approach we are proposing here, the exact school combinations and attendance boundaries will have to be refined on the basis of enrollment data showing where the students live. There may be any number of ways to achieve the same results. It is important to recognize, however, that an effective plan requires a comprehensive view of the city schools as a unified system. A change in one part of that system may determine what can or cannot be done in other parts.

When implementing a plan of this nature, the need for students to transfer out of their present schools can be minimized by phasing the changes in over a three year period. Students could be allowed to complete their primary, intermediate, junior high, or senior high years without interruption. The revised school assign-

ments, under this approach, would apply only to students entering the primary, intermediate, junior high, or senior high programs each year. Any necessary faculty reassignments, supportive programs, and transportation changes would be spread over the same period.

There is some variation among the proposed elementary school clusters with respect to the possible strategies and timetables which may be followed to achieve integration within the cluster. Thus, our approach is to break the problem down into manageable parts and develop solutions which are best suited to the specific needs of relatively small sections of the city. In each area, furthermore, the final solutions would be selected and implemented only after providing an opportunity for full involvement of the residents of the area in the planning process.

The development of an effective community planning process for the schools is a key objective under this approach. What is needed in the long run is a workable mechanism through which parents, teachers, and administrators can deal with issues that go to the heart of the educational process: curriculum design, teaching quality, pupil achievement standards, resource allocation, etc. We propose to set this process into motion by focusing initially on the basic structure and design of the school system. If that system is to be characterized by equal educational opportunities for all racial, ethnic, and socio-economic segments of the student population, there are three concrete decision areas which the planning process needs to address first: (1) grade organization, (2) building utilization, and (3) redistricting.

Grade Organization

Where two adjoining elementary school attendance zones are racially segregated, racial balance can be achieved by consolidating the zones and placing all of the

primary grade levels in one building and all intermediate classes in the other. Any combination of consectutive grades (e.g., K-3 and 4-6, or K-2 and 3-6, etc.) may be used, depending on the individual building capacities. A three-tier grade organization is another alternative, where three schools are clustered in a consolidated attendance zone.

But this separation of grade levels -- in both elementary and secondary schools -- is much more than a desegregation device. Many professional educators prefer these arrangments because they permit more effective concentration on the unique educational needs of a specific age group. The instructional advantages of separate primary and intermediate grades have been demonstrated locally in eight of the city's elementary facilities where the grades have already been reorganized. The majority of our suburban school districts have also separated their grade levels; many of them have established "middle schools" consisting of grades 4-8, 5-8, or 6-8.

One very important advantage of primary-intermediate grade separation stems from the fact that it produces more classes at a given grade level under a single roof. The school therefore has an opportunity to offer a wider selection of class formats and alternative programs. Parents would thus have a greater variety of teachers, teaching styles, and classroom organizational formats from which to choose at each grade level, in accordance with the individual student's needs.

"Grade reorganization" is of course reminiscent of Rochester's Grade Reorganization and Desegregation Plan of 1971. However, at least part of the community resistance which that plan encountered may be attributed to certain confusing aspects of the plan itself. First, several of the attendance zones were non-contiguous. These zones tended to require pupil transportation over relatively long distances. They also made it difficult for families to clearly associate their

schools with their residential areas. Second, the ability to identify specific schools with specific communities was further confused in the 1971 plan by extensive overlapping of attendance zones for the different grade levels. Students who attended elementary school together were in may instances reqired to attend different junior high schools; similarly, students from any given junior high school would have to go off in different directions to complete their senior high grades.

These problems are now avoidable as a result of recent enrollment and building utilization trends. Current levels of excess classroom space, resulting from declining enrollments, provide the district with the flexibility needed to design a more cohesive school system based on racially balanced attendance zones. The quadrant design suggested here retains the traditional concept of contiguous, pyramiding attendance areas in which secondary school zones correspond with the outer boundaries of several adjoining elementary zones. This would (1) permit continuity both in instructional programs and in inter-pupil relationships throughout successive grade levels; (2) minimize distances travelled to attend integrated schools; and (3) clearly associate specific schools with identifiable community areas.

Building Utilization

One of the most difficult decisions facing the Board of Education will be determining which schools to close. No one wants his neighborhood school closed. Yet, it is not difficult for people to recognize that if someone's schools are closed resources can be diverted from bricks and mortar to higher quality educational programming.

Our illustrations of integrated school attendance zones suggest that a net reduction in the number of regular elementary schools from 44 to about 35 would

not be unrealistic (see Appendix). Such closings would directly facilitate the creation of integrated primary-intermediate school pairs in most of the city's elementary attendance zones.

Several additional observations should be noted when considering this approach:

1. Given the large amount of surplus classroom space in the district, it may be necessary to dispose of some perfectly good school facilities.

2. Closing an unneeded school is a redistricting decision, prompted by declining population densities. The pupils from the closed schools' attendance zones are reassigned to nearby schools, which in effect enlarges the zones for the schools that remain in use. It is this process of enlarging attendance zones which opens up opportunities for the district to establish integrated schools in areas where racial balance could not be achieved a few years ago without extensive cross-town transfers.

3. As attendance zones expand to include larger areas, the need for pupil transportation may increase. The cost of such increases to the city taxpayer could be considerably less than the cost of maintaining unneeded facitities. State aid is available to defray 90% of the transportation costs for students living over 1½ miles from school.

4. Closing a school does not substantially reduce the need for instructional personnel. Some savings can be realized by trimming building-level administrative and support staff positions. The surest savings, of course, are in the areas of utilities, maintenance, and building improvements. However, the total potential savings in operating costs are contingent upon how many schools are closed, as well as on expenditure patterns in the individual schools. When several schools are closed, significant personnel reductions and other efficiencies can be realized within the $10 million district-wide "Facilities Support" budget; some of these cuts may not be justified when only one or two schools are closed.

5. The prospect of eliminating staff positions as a result of school closings provides all the more reason for addressing the issue through a planned, systematic approach. We would expect that many of the adjustments could be made through normal attrition, if the changes are anticipated far enough in advance. Particular attention would have to be given to the fate of principalships and vice-principalships; we do not advocate lay-offs for the districts' most experienced educators.

Financial Considerations. The financial implications of these observations merit some expansion. Reliable cost estimates for the implementation of the broad strategies suggested here must await the preparation of a detailed desegregation plan by the School District. However, a preliminary indication of the general magnitude of the costs involved can be derived on the basis of the attendance zone illustrations presented earlier in this report.

As noted previously, grade reorganization measures and school closings which result in enlarged attendance zones could also result in increased pupil transportation expenditures. Under its current policy of providing transportation for students living over 1½ miles from school, the City School District transports some 15,000 pupils at a total annual cost of $4.1 million.[2] This includes about 11,000 of the students attending City Schools, plus some 4,000 private and parochial students.[3] If our integrated attendance zone illustrations were adopted, our best estimate is that perhaps 10,000 additional students would need transportation (over distances of roughly 1½ to 2½ miles). Assuming that this 67% increase (10,000 ÷ 15,000) in the number of students transported would produce a comparable increase in the transportation budget, total annual expenditures would increase by about $2.7 million (67% x $4.1 million). With 90% state reimbursement, the local share of this increase would be approximately $270,000 per year.

Other costs associated with reorganization would be in the nature of start-up costs. These items would include the initial preparation of a desegregation plan, probably some moving costs, and possibly certain classroom conversion costs.

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[2] Budget of the Public Schools of Rochester, July 1, 1976 - June 30, 1977, pp. 90-91.

[3] Derived from Facts and Figures on Monroe County Schools, 1975 - 1976, Monroe County School Boards Association, p. 21.

Certain supportive programs, such as expanded in-service training for teachers, or expanded human relations programs for the community would also be needed initially. Federal aid is available for these supportive activities under the Emergency School Aid Act.

The permanent increase in annual expenditures, i.e., for transportation, would partially offset any permanent annual savings which could be realized by closing unneeded elementary schools. The potential long-term savings can be ascertained by identifying those particular budget items in which most, if not all, costs could be eventually eliminated where schools are closed. These items would include (1) appropriations for a large portion of the school's management and supportive personnel costs, (2) virtually all of the school's plant operation and maintenance costs, and (3) all future capital expenses for building improvements. The average appropriations per elementary school for these items are presently as follows (see appendix for details):[4]

	District-Wide Average Per Elementary School FY 1976-77
School management and support personnel costs (principal's, clerical, library, and lunchroom staff salaries and benefits)	$ 80,000
Plant operation and maintenance costs (e.g., custodial salaries and benefits, utilities, central maintenance services, and related costs)	107,000

[4] Source: Budget of the Public Schools of Rochester, July 1, 1976 - June 30, 1977, pp. 14-15 and 92-103.

	District-Wide Average Per Elementary School FY 1976-77 (Cont'd)
Capital expense --building improvements (renovations and modernization)	43,000
Total potential annual savings per elementary school closing	$230,000

These figures exclude appropriations for instructional personnel, some supervisory personnel (i.e., all vice principalships), supplies, books, and equipment. It is reasonable to assume that, in the event of a school closing, most of the latter items would be redistributed among the remaining schools.

The potential saving in a specific school may of course be larger or smaller than the average escapable costs. Closing a small or underutilized school, for example, where personnel expenditures have already been reduced, would generate smaller than average personnel savings. Closing an old, deteriorating school could produce higher than average savings in maintenance, renovations, and future modernization projects. In some instances, it may be necessary to retain certain budget items temporarily, in which case the full potential savings might not be realized until a year or two after the time of closing; or it may be desirable to phase out a school over a two or three year period. Furthermore, certain costs which are included in the district-wide average may not be avoidable until several schools are closed. In central maintenance, for example, a position for a skilled tradesman who serves several schools cannot be eliminated if only one or two schools are closed.

The $230,000 average, then, provides us with a rough approximation of what we might expect to save, per school, per year, if several elementary schools were closed. Thus, if 9 regular neighborhood elementary schools were closed, as suggested by our consolidated attendance zone illustrations, the City School District's annual appropriations for elementary schools could be reduced by roughly $2 million (9 x $230,000). Comparing this figure with our estimate of a few hundred thousand dollars for the local share of added transportation costs, it appears very likely that a comprehensive desegregation and building utilization plan could be implemented at no additional cost to city taxpayers; over the long run, total costs could in fact be substantially reduced.

Redistricting

In addition to the "redistricting" implicit in grade reorganization and school closings, the approach we have outlined here would require some "fine-tuning" of zone boundaries in a number of areas. In some instances, moving a boundary a few blocks one way or the other will be necessary to achieve racial balance, to avoid overcrowding, or to facilitate closing another school.

Redistricting is a complicated undertaking, and it requires a carefully organized and synchronized planning process. The proposed secondary school "quadrants" provide a basis for simplifying this process. Once the quadrant boundaries have been established, decisions regarding school closings, elementary attendance zone boundaries, and grade organization can be made within any one of the quadrants, without seriously affecting the possible courses of action in the other quadrants. Thus, the problem of minority group isolation in the elementary schools can first be broken down into manageable proportions; specific plans for eliminating it can then be devised through a community-based planning process in each area.

Although the point of this approach is to permit full involvement of the community in the development of workable solutions, it is clear that the ultimate responsibility for redistricting, building utilization, and grade organization decisions rests with the Board of Education. The Board's final decisions cannot please everyone. But they can establish an effective framework for progressive improvements in the quality of public education, while eliminating the inequalities attributable to racial isolation and the waste attributable to unneeded buildings.

A Community Planning Process for the Schools

Redistricting alone will not strengthen the relationship between the school and the community, nor will it automatically improve the quality of education in the city schools. It can only set the stage. The rest requires hard work by everyone involved in the schools.

A school is not just a building. It is a community organization made up of students, teachers, administrators, other employees, and parents. The increasing recognition that parents should be treated as a vital part of this organization is one of the most significant developments in public education. Along with this development there has been extended controversy over the exact role that parents and other citizens should play in running the schools. There are no easy answers. But one major function in which extensive community involvement is imperative is planning.

The development of a workable desegregation plan will clearly require a major commitment on the part of residents of the school district, as well as the administration and the Board of Education. The particular ways in which the planning process should be opened up to public involvement would depend in part on the general direction in which the school board moves to address the issues of racial isolation and declining enrollments. In the consolidated zone approach we have outlined here, formal mechanisms for citizen involvement would be essential at three levels: city-wide, secondary school zone (quadrant), and elementary zone. Committees of citizens, district officials, and teachers -- with citizen members comprising the majority -- would be appointed at each level to prepare and/or review and comment on specific proposals to be acted on by the Superintendent and the Board of Education. Some of the appropriate planning tasks for each level are suggested below.

District-wide planning:

- Delineate secondary school attendance zone boundaries (quadrants).

- Establish minimum desegregation and building utilization objectives for the elementary schools in each quadrant.

- Work with the secondary school principals and central administrators to develop specific proposals for the assignment of incoming junior and senior high students among the facilities in each quadrant.

- Develop programs and resources needed to support the implementation of desegregation plans throughout the city secondary and elementary schools. Provisions should be included for (a) orientation, training, and human relations programs for faculty, staff, parents, and students; (b) promotion and coordination of efforts to prepare the community for desegregation on the part of community organizations, the media, civic leaders, politicians, the churches, etc.; and (c) development of pupil transportation policies and pupil safety measures.

- Review city-wide curriculum standards to ensure an inter-cultural orientation in all appropriate instructional materials and class activities.

- Develop policy regarding the operation of bilingual programs in desegregated schools.

- Ensure that appropriate technical support is provided to quadrant planning committees.

Quadrant planning:

- Delineate and recommend the consolidated, racially balanced attendance zones for all elementary facilities in the quadrant.

- Work with the elementary school principals and central administrators to develop specific proposals and implementation time-tables for the assignment of incoming primary and intermediate students within each elementary zone.

- Review and comment on the proposed grade organization and programs' for the quadrant's secondary schools.

- Identify needs for supportive programs and technical assistance in connection with plans for integrating the quadrant's secondary and elementary schools.

Elementary zone planning:

- Review and comment on the quadrant planning committee's proposals for pupil assignments and the use of buildings within the elementary zone.

- Develop specific plans for grade organization and program offerings at facilities within the zone.

- Identify needs for supportive programs to ensure a smooth transition to the revised pupil assignments within the zone.

- Work with the building principals and parents to ensure coordination of instructional programs between the zone's primary and intermediate schools.

- Identify any transportation or pupil safety needs which are unique to the zone.

As we noted earlier, these planning committees, once in place, could be shaped into permanent mechanisms for ensuring an effective process for setting priorities at each level and for ensuring quality education in all communities within the City. Minimally, the committees could help monitor school performance and systematize parent input in the annual development of programs, teaching assignments, and budgets for the following school year. There will always be a need to provide on-going identification of pupil needs and family preferences, to develop creative approaches to satisfying these needs, to set priorities for the use of school resources, and to provide opportunities for all families to choose instructional programs that are best suited to the individual needs of their children.

Recommendations

The Urban League has attempted in this report to develop some concrete directions for a plan and a planning process for quality education in Rochester. We have looked in some detail at an approach which we believe would work. It is our hope that our findings and illustrations will provide (1) some impetus for decisive action by the Board of Education and (2) a basis for broader community discussion and resolution of the problem of minority group isolation.

The following recommendations delineate key actions which we believe will be prerequisite to quality education in Rochester:

1. The Board of Education should resolve to develop and implement a comprehensive plan for the permanent elimination of minority group isolation in all city schools "with all deliberate speed".

   We are convinced that in order to effectively eliminate minority group isolation and improve educational opportunities for all city children, the plan will have to provide for modifications in school attendance zone boundaries, elimination of unneeded building space, and the separation of junior-senior high and primary-intermediate grade levels.

   Given the current ethnic make-up of the total city student population, we would expect that minority enrollment levels approximately in the 40-60 percent range could be established in most, if not all schools.

   We see no reason why implementation of such a plan could not begin by Fall, 1978, at the latest.

2. The broadest possible citizen participation should be ensured throughout the planning process. Formal planning committees with citizen members should be appointed in each secondary school and elementary school attendance zone, as well as for the district as a whole.

The planning committees for the secondary zones would be appointed as soon as the zones were delineated by the city-wide planning committee and approved, at least tentatively, by the Board of Education. One of the first tasks of these secondary level committees would in turn be to delineate desegregated elementary school attendance zones within their feeder areas, so that the elementary level planning committees could be established.

3. Contiguous, racially balanced secondary school feeder patterns should be established which will in turn permit the creation of contiguous racially balanced attendance zones for the elementary schools within each pattern.

Our analysis suggests that separate junior and senior high schools will be necessary to meet this objective, as well as to facilitate instructional programs which effectively concentrate on the educational needs of these two age groups In our zone illustrations, furthermore, we have indicated there may be no practicable way to consolidate the Charlotte zone with a predominantly minority zone. In this case we would expect a concentrated effort to promote voluntary transfers which would increase racial balance.

If the secondary school zones are to provide a basis for a community-based planning process, the delineation of these feeder patterns should be one of the first steps at the district-wide level. Planning for the secondary grade instructional programs and for the integration of elementary schools could then proceed with full citizen participation in each community.

The minority group isolation imposed by the present Madison and Franklin feeder patterns is inexcusable. The problem of segregated secondary schools is not more important than segregated elementary schools; but it is logistically easier to correct, and plans to do so should be devised without delay.

At least tentative decisions on the feeder pattern modifications should be reached as soon as possible, to allow ample lead time to prepare a full-scale desegregation plan before the 1978-79 school year.

4. Contiguous, racially balanced attendance zones should be established for the city's elementary schools wherever practicable. Grade reorganization, school closings, and other redistricting measures should be implemented as needed.

Again, in any elementary schools where integrated resident enrollments are not "practicable", some concentration of resources to increase voluntary transfers would be appropriate. However, based on our analysis of potential zone arrangements, we would not expect this to be necessary in more than one or two of the heavily minority isolated schools.

5. The school district should develop long-term programs and resources to ensure the adaptation of teachers, teaching methods, and curricula to ethnically diverse classes.

The plan should include provisions for in-service training of teachers and principals wherever necessary to increase understanding and acceptance of ethnic differences and similarities and to develop the skills and materials needed for an effective multiethnic curriculum, particularly in the areas of reading, social studies, and fine arts. We would anticipate a need to commit resources to these activities over a period of several years in order to provide continuing reinforcement to positive teacher

attitudes and to firmly implant appropriate teaching methods.

6. The Board of Education and its community-based planning committees should develop mechanisms for informing the community on the planning process, proposed plans and alternatives, and the full implications of their decisions and implementation schedules for pupils in each attendance zone.

The bottom line question for most parents will be, "what does it all mean for my child"? As the answer unfolds during the planning process it must be communicated clearly, systematically, and promptly to the parents of both present and future city school students. In particular, where pupils are affected by revised attendance assignments or school closings, parents should be informed as far in advance as possible. The support and assistance of the media, private agencies, neighborhood associations, and other community organizations should be enlisted in this effort.

APPENDIX

ATTENDANCE ZONE ILLUSTRATIONS

PROPOSED SECONDARY SCHOOL FEEDER PATTERNS

Charlotte	Approx. Total Enrollment[1]	Total Building Capacity[2]
Charlotte Jr.-Sr. H.S.	1130	1380
Elementary Schools #38 and 42	892	1590
Percent minority: 12%		
Possible closings: 0		
North Quadrant		
Franklin, Marshall	3100	4820
Elementary Schools #6,7,8, 9,20,22,40,41,50	5263	7085
Percent minority: 57%		
Possible closings 2 Less new schools[3] 1 Net possible closings 1		
East Quadrant		
East, Douglass	3700	4320
Elementary Schools #11,14,25, 27,28,33,36,39,46,52	6122	8169
Percent minority: 55%		
Possible closings 4 Less new schools[3] 2 Net possible closings 2		
South Quadrant		
Monroe, Wilson	3300	3550
Elementary Schools #1,2,3,12, 13,15,19,23,24,31,35,37,49	5236	7485
Percent minority: 59%		
Possible closings 4		

West Quadrant	Enrollment	Capacity
Madison, Jefferson	3600	3820
Elementary Schools #4,5,16,17, 21,29,30,34,43,44	5868	7796

Percent minority: 48%

Possible closings: 2

Notes:

[1]Elementary enrollments are actual figures for October, 1976. Secondary enrollment estimates were derived on the basis of the percentage districation of elementary enrollments among the five feeder patterns, applied to the total aggregate enrollments in these nine secondary schools.

[2]Capacity figures include transportable classrooms at elementary facilities.

[3]Three new elementary replacement schools were proposed in the District's six year capital program for 1975-81. Two would replace Schools #36,#25, and #27; the other would replace Schools #8 and #20. Source: City of Rochester, Capital Improvement Program, 1976/77-1981/82, Appendix B.

CALCULATION OF AVERAGE POTENTIAL SAVINGS PER SCHOOL CLOSING

The budget items listed here are those in which most, if not all, direct and indirect appropriations for a given school could be eliminated if the school was closed. It is assumed that all direct instructional costs would be reallocated to surrounding schools. All figures are based on the FY 1976-77 Rochester City School District Budget.

	District-Wide Appropriation FY 1976-77
School management and support personnel:[1]	
School management salaries --	
Principals (45)	$1,226,950
Clerical - Office (79.5)	669,097
Other elementary school salaries --	
Librarians (45)	733,621
School Aides - Library (44)	136,774
Lunchroom Supervisors (45)	76,968
Lunchroom Aides (241)	234,017
School management employee benefits, estimated @ 26% x school management salaries [2]	500,772
Total	$3,608,199
Number of schools	÷ 45
Average per school	80,182
Facilities support:	
Operation of plant -- elementary schools (custodial salaries and benefits, utilities, and other related expenses for 46 schools)	$3,957,506
Maintenance of plant -- elementary school allocation, estimated @49% of total plant maintenance [3]	981,646
Total	$4,939,152
Number of schools	÷ 46
Average per school	$ 107,372
Capital expense -- elementary building improvements	$1,988,038
Number of schools	÷ 46
Average per school	$ 43,218

[1]Excludes school management salaries for School #26 (Project Follow-Through) and for all vice principalships.

[2]Percentage based on total elementary school employee benefits ($5,410,872) divided by total elementary school salaries ($20,667,195).

[3]Percentage based on operation of plant, elementary schools ($3,957,506) divided by total operation of plant, district-wide ($8,046,934). The total plant maintenance appropriation was $2,003,359.